



Halls Creek IGA

SEQRP Review Report

March 2015

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Executive Summary

Urbis has been engaged by Stockland Developments Pty Ltd to review and analyse the suitability of the Caloundra South (Halls Creek) Identified Growth Area for urban development. Under the *South East Queensland Regional Plan 2009 – 2031*, Identified Growth Areas (IGAs) are defined as “areas outside the Urban Footprint which, subject to further investigations, may accommodate growth beyond 2031”.

Stockland's landholding at Halls Creek consists of 1,278ha of land on Bells Creek Road and Coochin Creek comprising Lot 1 and 2 on RP910848. The site is a former pine plantation located immediately south of the Caloundra South Priority Development Area. It has been used for forestry or grazing purposes for the past 40 years and the overwhelming majority of the site has been previously cleared and used for pine plantation and rural uses.

With the Queensland Government now undertaking a review of the Regional Plan, it is timely to consider the future of the Halls Creek IGA. This is particularly relevant given the new Regional Plan is intended to provide sufficient residential and employment land supply to 2041 – ten years longer than the current planning horizon.

Importantly, the Queensland Government's own analysis concludes that existing broadhectare land supply is expected to be exhausted by 2027 (depending on projected growth rate – medium series assumed). As such, additional broadhectare development land will be required to be identified and / or made available for urban purposes under the new Regional Plan.

This report assesses the suitability of the Halls Creek IGA for future urban development against the relevant principles and requirements of the current South East Queensland Regional Plan, and concludes that Halls Creek IGA has sufficient demonstrated potential to remain as an Identified Growth Area in the new Regional Plan.

Maintaining the site as an Identified Growth Area will allow the opportunity for further detailed assessment of its long term suitability for urban purposes, in partnership with Queensland Government and Sunshine Coast Regional Council. Our findings are based on the conclusions summarised in the “scorecard” below:

CRITERIA	COMPLIANCE	COMMENTARY
Is there a development need?		
The Urban Footprint should accommodate the region's urban development needs to 2031 based on population, housing and employment projections, and reasonable assumptions about future growth	✓	<p>The new Regional Plan's revised planning horizon to 2041 necessitates the expansion of the Urban Footprint to accommodate the anticipated increase in demand for new dwellings over this period.</p> <p>Projections prepared by the Queensland Government Statistician's Office indicates there will be demand for an additional 93,541 dwellings on the Sunshine Coast to 2036, and Urbis' analysis suggests this cannot be met within the existing land supply.</p>
Opportunities for increasing the capacity of the existing Urban Footprint should be given higher priority than expanding the Urban Footprint, and it should only be expanded if there is insufficient	✓	<p>Future demand cannot be met by increasing capacity within the existing Urban Footprint alone, particularly on the Sunshine Coast where detached dwellings in master planned communities remain – and will continue to remain – a significant sector of the housing market.</p> <p>It has been demonstrated that there is insufficient capacity within the existing Urban Footprint to accommodate the</p>

CRITERIA	COMPLIANCE	COMMENTARY
capacity;		population needs in 2041 and an expanded urban footprint to include the Halls Creek IGA is justified.
There is clear demand and need for additional urban land within the Sunshine Coast sub-region	✓	Although the Queensland Government has not released formal long term projections to 2041, the QGSO projections to 2036 demonstrate there is a clear demand for additional urban land which is expected to continue into the future.
Priority for new Urban Footprint areas should be given to Identified Growth Areas (where supported by specific investigations).	✓	The Halls Creek site is an Identified Growth Area, and preliminary investigations support its potential for urban uses.
Is the site an appropriate strategic location for urban expansion?		
Urban area expansion must be considered in the context that urban areas are driven by the fundamental principles of compact communities, urban consolidation and self-containment;	✓	Development of the Halls Creek IGA can reinforce a compact settlement pattern, given its proximity to the Caloundra South PDA. Halls Creek would be expected to achieve similar residential densities to the Caloundra South PDA, which is 15 – 100 dwellings per hectare.
Urban expansion areas are a logical expansion of an existing urban area and are contiguous with existing communities wherever possible; Within the Sunshine Coast, urban areas maintain a well-planned region of distinct communities with a structured hierarchy of urban centres, towns and villages;	✓	Development of the Halls Creek IGA is a logical expansion of the Caloundra South urban area, and is contiguous to it. Halls Creek will support the growth of the Caloundra South Activity Centre, consistent with the centres hierarchy outlined in the Regional Plan. The resulting development can deliver a high level of employment generation and self-containment within a structure hierarchy of centres.
The Sunshine Coast remains physically separated from southern urban centre of Caboolture through the protection of an inter-urban break;	✓	The Sunshine Coast remains physically separated from southern urban centre of Caboolture with the existing inter-urban break not being impacted by the Halls Creek IGA. Development will not compromise the existing 23km zone of rural and natural landscape character along the Bruce Highway. Both the Halls Creek IGA and Beerwah East IGA have equivalent 16km straight line separation distances to the northern development of Caboolture.
Urban areas are appropriately buffered from conflicting or non-urban land uses	✓	The Halls Creek IGA will be buffered from the sensitive ecologically important areas of Pumicestone Passage and Bribie Island National park by a 498 Ha conservation precinct. The potential development area would be a minimum of 1.6km from the Pumicestone Passage. The

CRITERIA	COMPLIANCE	COMMENTARY
		potential development area is similarly buffered from the Bruce Highway by an extensive area of state forest.
Urban expansion areas are provided with clear boundary limits.	✓	The state forest to the south and west of the site is a clear boundary limit for expansion.

Would urban development contribute to the preservation of environmental values?

Urban expansion areas protect biodiversity and environmental values achieving high environmental performance for urban development and related infrastructure;	✓	<p>Future development of the Halls Creek IGA is able to protect the identified biodiversity and environmental values within the site and in the nearby Pumicestone Passage. Any future development of the site can:</p> <ul style="list-style-type: none"> ▪ Limit development to areas that are currently cleared for grazing purposes; ▪ Protect identified environmentally sensitive areas; ▪ Retain internal buffer zones between development areas and areas set aside for environmental reserve; and ▪ Rehabilitate more than 498ha of environmentally degraded land and create a significant biodiversity corridor connecting other conservation areas to the north and south to restore a large habitat corridor.
<p>The site must be physically suitable for urban development considering matters such as:</p> <ul style="list-style-type: none"> ▪ Vegetation and biodiversity protection; ▪ Natural Hazards – bushfire, landslip, flooding and stormtide inundation; ▪ Soil suitability; ▪ Slope; ▪ Resilience to predicted impacts of climate change; and ▪ Appropriately separation from incompatible land uses. 	✓	<p>The Halls Creek IGA is physically suitable for urban development and maintains the integrity of the national resource base:</p> <ul style="list-style-type: none"> ▪ The site is a self-contained catchment with little contributing upstream catchment inflow that can influence flooding parameters within the site. There are few downstream flooding impacts on property caused by urbanisation of the site; ▪ Urban development is proposed with significant buffer separation to environmentally sensitive areas and therefore development can achieve appropriate separation from any conceivable incompatible land uses; ▪ Urban development maintains and enhances the integrity of the natural ecosystem of Pumicestone Passage and adjoining land based systems through protection and minimising impacts;
Urban areas maintain the integrity of the natural resource base through	✓	<ul style="list-style-type: none"> ▪ The only natural hazard – albeit a low risk- impacting on the development is stormtide inundation which can

CRITERIA	COMPLIANCE	COMMENTARY
protection and minimising impacts.		<p>be effectively managed through avoidance and management of impacted areas.</p> <ul style="list-style-type: none"> ▪ The predicted impacts of climate change have been accommodated within the natural hazard assessment for stormtide; ▪ Acid sulfate soils are able to be effectively managed generally through avoidance of disturbance to soils below 5m AHD; ▪ There are no unstable slopes on the site or slopes that make stormwater discharge difficult to manage; and ▪ Environmentally sensitive areas are relatively self-contained to specific areas. Once these areas are excluded from development or appropriately modified, the balance area is relatively unconstrained from an environmental perspective.
Can the site be efficiently serviced by transport and other infrastructure?		
Urban areas accommodate regional growth in locations that provide superior transportation choices or otherwise reduce car use, particularly through supporting growth in established urban areas and redevelopment in and around existing urban centres, and along priority transit networks and other high-frequency transit corridors;	✓	The Halls Creek IGA is required to accommodate regional growth demand. By integrating with planning infrastructure commitments required for the Caloundra South development and other coastal connection transport initiatives, development at Halls Creek can be provided with superior active transport and high-frequency public transport opportunities that will not only reduce overall car use but increase the catchment population thereby improving transit patronage.
Provide accessibility to a public transit service that connects the urban area to the Sunshine Coast community early in the development;	✓	In the longer term, when development at Halls Creek is anticipated to be realised, Caloundra South will be a mature urban development serviced by high frequency public transit services connected to the Sunshine Coast community. Integrated expansion at Halls Creek can leverage these infrastructure services from the first phase of development
Urban areas materially assist in the coordinated delivery of infrastructure for the southern Sunshine Coast community;	✓	Development at Halls Creek will materially assist in the coordinated delivery of infrastructure for the southern Sunshine Coast community by increasing transit catchment population and patronage for planned committed infrastructure.
Development expansion maximises the use of committed and planned major transport and water infrastructure;	✓	Development expansion at Halls Creek maximises the use of committed and planned major transport and water infrastructure through integrated design commitments early in the construction phase at Caloundra South.

CRITERIA	COMPLIANCE	COMMENTARY
Development must demonstrate how necessary infrastructure and services for expansion broadhectare areas outside current state and local government infrastructure delivery programs will be delivered and funded; and	✓	By integrating the Halls Creek development into the master planning of Caloundra South, infrastructure and service commitments required for Caloundra South and associated transport upgrade projects such as CAMCOS and Coast Connect can be utilised to service the broadhectare expansion area with minimal additional expenditure by State and Local Government.
Ensure physical and social infrastructure can be adequately funded and delivered before permitting development of Development Areas.	✓	Physical and social infrastructure and services for Halls Creek will capitalise on Stockland delivered regional infrastructure being delivered at Caloundra South and supporting facilities delivered internally within the centre hierarchy and various recreation reserves.
Can the site contribute to employment and economic development?		
Development areas will provide high level of self-containment and employment diversity to assist in achieving jobs growth;	✓	Building on the residential base, infrastructure framework and economic strategies currently being implemented at Caloundra South, development at Halls Creek can provide high level of self-containment and employment diversity to assist in achieving jobs growth targets on the Sunshine Coast. Stockland is focused on a mixed-use development, with appropriate commercial and business land use allocation.
Innovation, knowledge-based and creative industries, research and development, health, tourism and sport are essential to the Sunshine Coast economic development	✓	Halls Creek will have the capacity to build on the economic base established within Caloundra South which has a focus on high value knowledge-based and creative industries that align with the Sunshine Coast economic development strategy.
Development is provided with the efficient provision of physical and social infrastructure, including public transport to support employment.	✓	Development at Halls Creek IGA can leverage and build upon the infrastructure based within Caloundra South to provide efficient provision of physical and social infrastructure to link business to the residential base through efficient transport linkages and to support the economic base with efficient access to supply chain and market logistics.

This assessment is supported is a number of background investigation reports, including a Residential and Employment Study, Integrated Transport Strategy and Halls Creek Environmental Review. These are included at Appendices A – C.

This preliminary analysis has concluded that the Halls Creek IGA call fulfil the SEQRP requirements for urban development suitability. As such it represents a rare opportunity to fulfil the demonstrated future demand for additional broadhectare urban development on the Sunshine Coast. On the strength of this preliminary investigation, it is concluded that the site has sufficient demonstrated potential to remain as an Identified Growth Area within an updated South East Queensland Regional Plan looking to provide for an urban growth framework to 2041 and that a merit-based planning assessment process should be

defined and activated over the next 5-10 years to confirm suitability of inclusion in the urban footprint and development yield.

Such is the lead time involved and level of investment required for bringing master planned communities into fruition, that the regulatory planning framework requires a clear avenue of investigation and endorsement for the IGAs.

The existing SEQRP nominated an approval process for identified longer term development areas utilising the *Integrated Planning Act* provisions for Structure Plan and Master Plan approvals (section 2.5B of IPA). These provisions were proven to be overly complex and impractical and were removed from the planning legislation when the *Sustainable Planning Act* came into force (without any alternative being legislated).

With the planning legislation currently under review and the SEQRP review process underway, it provides an opportunity to set a clear pathway for ensuring that areas identified for long term urban development are provided with an approval pathway that provides the certainty, transparency and robust decision process necessary to engender the significant levels of investment required to bring forward long term urban development.

With such a pathway in place, the IGAs for the Sunshine Coast can be thoroughly investigated within a sufficient time frame (say the next 5-10 years) to ensure that new urban areas are brought into fruition in sufficient time so as to not constrain market supply.

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1 Introduction

1.1 PURPOSE AND SCOPE

Urbis has been engaged by Stockland Developments Pty Ltd to review and analyse the suitability of the Caloundra South (Halls Creek) Identified Growth Area for urban development.

The Caloundra South (Halls Creek) Identified Growth Area is located immediately south of Caloundra South, and is nominated in the *South East Queensland Regional Plan 2009 – 2031* as an area outside the Urban Footprint which, subject to further investigations, may accommodate growth beyond 2031.

With the Queensland Government now undertaking a review of the Regional Plan, it is timely to consider the future of the Halls Creek IGA. This is particularly relevant given the new Regional Plan is intended to provide sufficient residential and employment land supply to 2041 – ten years longer than the current planning horizon.

In conducting our analysis of the Halls Creek IGA, the study has been limited to a 1,278ha landholding on Bells Creek Road and Coochin Creek (comprising Lots 1 and 2 on RP910848). This site reflects the location of the IGA as illustrated on Map 12 of the Regional Plan, although we note the plan does not cadastrally define the extent of any of the region's 15 IGAs.

This report is informed by a range of technical reports and inputs prepared by specialist consultants. The high level analysis has involved a desktop review of this material and an assessment of other relevant planning considerations. A focus is the Regional Plan's specified requirements for land to be included within the Urban Footprint, with particular regard to the requirements specified in Desired Regional Outcome 8 – Compact Settlement and the Sunshine Coast Sub-Regional Narrative. Urbis' approach is further described in Section 1.2.

Overall, this report is intended to inform the Queensland Government's development of the new Regional Plan, and provides a high level analysis of the site to assist in assessing its suitability for accommodating growth in the medium-long term (i.e. beyond 2031). The report also considers and makes recommendations on the most appropriate planning status for this land under the new Regional Plan.

1.2 METHODOLOGY

Like all IGAs, the Halls Creek IGA is only shown in the Regional Plan as an indicative location. However, as the only significant land holding within the indicative area and with other allotments constrained by tenure and environmental issues, this assessment is limited to Lots 1 and 2 RP910848 (see Figure 1, below).

The *South East Queensland Regional 2009-2031* stipulates that urban development within Caloundra South (Halls Creek) Identified Growth Area should only occur where investigations have established the site's ability to comply with the Urban Footprint principles and the requirements contained within the Sunshine Coast sub-regional narrative.

Accordingly, the methodology used in this report is to address these requirements through a high level assessment against the relevant principles and requirements of the SEQRP 2009.

In particular, SEQRP 2009 nominates the following as general criteria that are required to be satisfied when undertaking these investigations (SEQRP 2009 Pg. 23):

- Comply with the Urban Footprint principles and requirements within the Sunshine Coast sub-regional narrative;
- Assist in the delivery and performance of infrastructure (including public transit) to the Sunshine Coast community;
- Protect environmental values;

- Achieve urban consolidation and self-containment;
- Achieve coordinated delivery of infrastructure; and
- Achieve high environmental performance.

In addition, it is identified that the Caloundra South (Halls Creek) IGA will need to demonstrate:

- Sufficient demand for further urban land within the sub-region;
- Accessibility to a public transit service;
- Achieving compliance with the Urban Footprint principles;
- Achieving world leading environmental performance for any urban development and related infrastructure;
- Materially assisting in the provision of infrastructure for the southern Sunshine Coast community;
- Demonstrated high levels of employment self-containment; and
- Coordinated delivery of infrastructure.

Further detailed guidance on the assessment requirements against these criteria is provided within Part D Regional Policies, Section 8.2 Containing Growth (SERQP 2009 Pg. 92) where the general and operational principles and policy objectives of the Urban Footprint are detailed.

These principles and objectives combine to inform the Sunshine Coast sub-regional narrative which provides more detailed information about managing the development growth for the Sunshine Coast including information about the pattern of growth, the delivery of employment land, development constraints, key infrastructure priorities and provides an overall approach to development that must be considered as part of any IGA need assessment.

Broadly these assessment criteria can be categorised into the following themes and outcomes to be demonstrated for appropriate consideration of the suitability of an IGA for urban expansion:

Development Need

- The Urban Footprint should accommodate the region's urban development needs to 2031 based on population, housing and employment projections, and reasonable assumptions about future growth;
- Opportunities for increasing the capacity of the existing Urban Footprint should be given higher priority than expanding the Urban Footprint, and it should only be expanded if there is insufficient capacity;
- There is clear demand and need for additional urban land within the Sunshine Coast sub-region; and
- Priority for new Urban Footprint areas should be given to Identified Growth Areas (where supported by specific investigations).

Appropriate Urban Expansion Areas

- Urban area expansion must be considered in the context that urban areas are driven by the fundamental principles of compact communities, urban consolidation and self-containment;
- Urban expansion areas are a logical expansion of an existing urban area and are contiguous with existing communities wherever possible;
- Within the Sunshine Coast, urban areas maintain a well-planned region of distinct communities with a structured hierarchy of urban centres, towns and villages;
- The Sunshine Coast remains physically separated from southern urban centre of Caboolture through the protection of an inter-urban break;

- Urban areas are appropriately buffered from conflicting or non-urban land uses; and
- Urban expansion areas are provided with clear boundary limits.

Environmental Protection and Land Use Constraints

- Urban expansion areas protect biodiversity and environmental values achieving high environmental performance for urban development and related infrastructure;
- The site must be physically suitable for urban development considering matters such as:
- Vegetation and biodiversity protection;
 - Natural Hazards – bushfire, landslip, flooding and stormtide inundation;
 - Soil suitability;
 - Slope;
 - Resilience to predicted impacts of climate change; and
 - Appropriately separation from incompatible land uses.
- Urban areas maintain the integrity of the natural resource base through protection and minimising impacts.

Transport and Infrastructure

- Urban areas accommodate regional growth in locations that provide superior transportation choices or otherwise reduce car use, particularly through supporting growth in established urban areas and redevelopment in and around existing urban centres, and along priority transit networks and other high-frequency transit corridors;
- Provide accessibility to a public transit service that connects the urban area to the Sunshine Coast community early in the development;
- Urban areas materially assist in the coordinated delivery of infrastructure for the southern Sunshine Coast community;
- Development expansion maximises the use of committed and planned major transport and water infrastructure;
- Development must demonstrate how necessary infrastructure and services for expansion broadhectare areas outside current state and local government infrastructure delivery programs will be delivered and funded; and
- Ensure physical and social infrastructure can be adequately funded and delivered before permitting development of Development Areas.

Economy and Employment

- Development areas will provide high level of self-containment and employment diversity to assist in achieving jobs growth;
- Innovation, knowledge-based and creative industries, research and development, health, tourism and sport are essential to the Sunshine Coast economic development; and
- Development is provided with the efficient provision of physical and social infrastructure, including public transport to support employment.

These themes and outcomes are considered in sections 3 – 7.

1.2.1 BACKGROUND RESEARCH

Urbis' assessment of the themes and outcomes criteria have been investigated through a series of land use studies and reports that form the background information to this preliminary study into the urban

development potential of the Halls Creek IGA. These land use studies inform the findings and conclusions of this report, and include:

- Halls Creek Residential and Employment Considerations included Appendix A.
- Halls Creek Integrated Transport Strategy, included at Appendix B.
- Halls Creek Environmental Review, included at Appendix C.

2 Site Context

2.1 LOCATION

The relevant landholding consists of 1,278ha of land on Bells Creek Road and Coochin Creek comprising Lot 1 and 2 on RP910848. The site is a former pine plantation located immediately south of the Caloundra South Priority Development Area. The site will have access to the new interchange on the Bruce Highway at the Roys Road and Bells Creek Road intersections once construction is finalised, and is located in proximity to the new Caloundra South Centre, as well as the existing centre at Caloundra.

FIGURE 1 – HALLS CREEK IDENTIFIED GROWTH AREA



Source: Queensland Government, Department of State Development, Infrastructure and Planning

The site has been used for forestry or grazing purposes for the past 40 years, with large parts of the site significantly degraded and of limited environmental value. Overall, approximately 85% of the site has been previously cleared and used for pine plantation and rural uses (approaching 1,100 Ha). The site is considered to have limited environmental values with the bulk of the site currently cleared for grazing purposes.

2.2 PLANNING FRAMEWORK

2.2.1 SOUTH EAST QUEENSLAND REGIONAL PLAN 2009 – 2031 (SEQRP)

The primary outcome of the SEQRP is to set the urban development framework for South East Queensland and to set aside sufficient development land to cater for the growth and expansion needs of the region. In its current guise, this is primarily achieved through a statutory growth boundary, known as the “urban footprint”, within which urban development is expected subject to the refined local area planning undertaken through local government planning schemes.

The Halls Creek site is located outside the Urban Footprint as designated within the Regional Landscape and Rural Production Area under the SEQRP. Importantly, however, it is identified as an Identified Growth Area (IGA).

The other IGA nominated is Beerwah East located to the west of the Pacific Highway.

Under the Regional Plan, IGAs are defined as “areas outside the Urban Footprint which, subject to further investigations, may accommodate growth beyond 2031”.

As noted above, the Regional Plan specifies that investigations into the IGAs will need to consider the site’s ability to:

- comply with the Urban Footprint principles and requirements within the Sunshine Coast sub-regional narrative
- assist in the delivery and performance of infrastructure (including public transit) to the Sunshine Coast community
- protect environmental values
- achieve urban consolidation and self-containment
- achieve coordinated delivery of infrastructure
- achieve high environmental performance.

In addition, development in an IGA is also expected to demonstrate:

- sufficient demand for further urban land within the sub-region
- accessibility to a public transit service
- achieving compliance with the Urban Footprint principles
- achieving world leading environmental performance for any urban development and related infrastructure
- materially assisting in the provision of infrastructure for the southern Sunshine Coast community
- demonstrated high levels of employment self-containment; and
- coordinated delivery of infrastructure.

While there is no definitive regulatory process for inclusion of an IGA into the Urban Footprint, the current SEQRP clearly sets out the above regulatory “tests” that must be satisfied for an IGA to be considered as being suitable for urban development.

The appropriate consideration of these tests are the subject of the process for moving an Identified Growth Area into the Urban Footprint which can be generally defined as:

Step 1: Submit information to DSDIP responding to Urban Footprint principles, tests for Development Area delivery and compliance with the sub-regional narrative (Sunshine Coast).

Step 2: DSDIP review and determine if sufficient information provided for Minister.

Step 3: Minister considers IGA for inclusion in the Urban Footprint through publically notifiable change to the State Planning Regulatory Provisions (i.e. modification/update to the regional plan).

It is important to recognise that these test criteria are high level performance outcomes that are to be satisfied through the conclusions drawn from the myriad of site investigations that are undertaken as part of a master planning process. It is only through these detailed site investigations that the suitability of an IGA for urban land development can be determined.

There are two IGAs identified for the Sunshine Coast. The SEQRP states that investigations into both the Halls Creek IGA and Beerwah East IGA will need to consider each site’s ability to comply with these nominated test criteria. The Stockland investigations as documented within this report will support the State’s deliberations on the future of the Halls Creek IGA within the context of the review of the SEQRP.

A part of a true merit based assessment, similar information must also be considered for the Beerwah East IGA to ensure the SEQRP review is undertaken with due consideration of each IGA's potential for urban development and its associated impacts.

Section 3 of this report details the long term supply and demand for residential land on the Sunshine Coast. With current broadhectare studies indicating there is a 13 year supply limitation - past 2028 there will be a definitive shortage of residential land unless additional land is identified. With the SEQRP projected planning horizon being 2041, it is clear that the Halls Creek IGA and Beerwah East IGA must be considered as part of the due process of the SEQRP review within the context of the nominated test criteria.

To undertake any determination on the future of either of the IGAs without a comprehensive site investigation and assessment process for each site lacks planning rigour and increases the risk the Sunshine Coast being left without a clearly defined and deliverable residential pipeline over the long term. A prudent risk management approach to the SEQRP would be to retain the IGA status for both Halls Creek and Beerwah East so there is optimum flexibility in future decision making.

For the Halls Creek IGA, Stockland have undertaken a significant step in the process with the body of work undertaken as part of these preliminary site investigations. The conclusions drawn from these preliminary investigations are overwhelmingly positive in terms of satisfying the high level IGA test criteria. This body of work establishes a bonefide baseline case for urban development while recognising that significant work remains to be done in terms of more detailed future design investigations.

2.2.2 SUNSHINE COAST PLANNING SCHEME

The site is included within the Rural Zone of the Sunshine Coast Regional Council's Planning Scheme. T

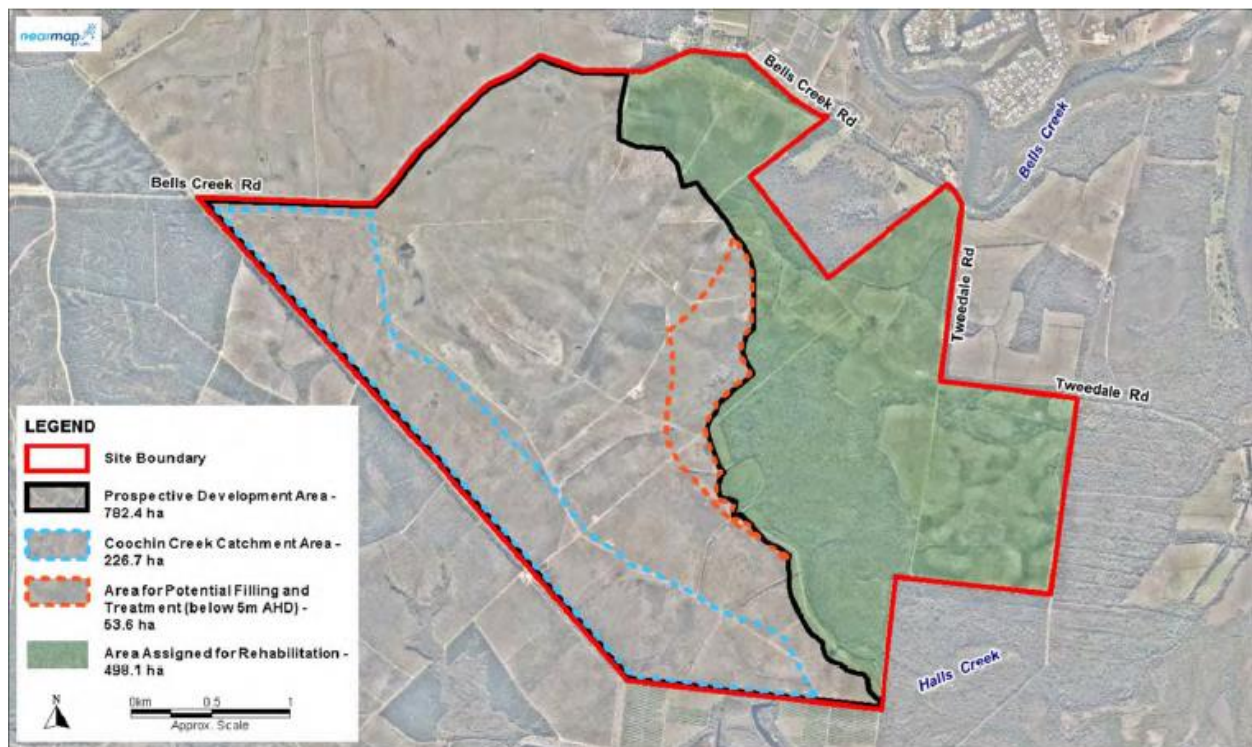
2.2.3 PRELIMINARY DRAFT PRECINCT PLAN

Following consideration of the opportunities and constraints affecting the site, a preliminary high level precinct plan has been developed. Figure 2 below shows the preliminary precinct plan, which articulates the site into an 782ha urban investigation area to the east and a 498ha Wetland and Conservation precinct to the west. A buffer zone is likely to form the boundary between the precincts depending on the results of the land use investigations.

As the core wetland precinct of 140ha has been significantly degraded over time, the precinct plan designates this as a rehabilitation area.

This report considers this preliminary precinct plan in undertaking our assessment of the Halls Creek IGA and its potential future designation under the new Regional Plan.

FIGURE 2 – POSSIBLE DEVELOPMENT PRECINCTS – HALLS CREEK IGA



3 Is There a Development Need?

3.1 OVERVIEW

This section considers whether there is a demonstrated need for additional broadhectare land on the Sunshine Coast, and examines the following Regional Plan themes and outcomes.

SEQRP Development Outcomes

The Urban Footprint should accommodate the region's urban development needs to 2031 based on population, housing and employment projections, and reasonable assumptions about future growth.

Opportunities for increasing the capacity of the existing Urban Footprint should be given higher priority than expanding the Urban Footprint, and it should only be expanded if there is insufficient capacity.

There is clear demand and need for additional urban land within the Sunshine Coast sub-region.

Priority for new Urban Footprint areas should be given to Identified Growth Areas (where supported by specific investigations).

In support of this analysis, Urbis has prepared a Residential and Employment assessment of the Sunshine Coast region which considers the local supply and demand projections for dwellings over the long term (**Appendix A**).

3.2 SEQ REGIONAL PLAN – INFILL / GREENFIELD DEVELOPMENT MIX

The current SEQRP sets a goal of delivering around 50% of all new dwellings through infill development and around 50% through broadhectare greenfield development. This recognises that future housing demand cannot solely be met by urban infill consolidation alone as:

- the demand for attached infill development is limited and will only ever be a satisfactory housing option for a portion of a housing market that demand diversity in size, location, tenure, price points and built form;
- fragmented land ownership does not provide sufficient development opportunities that can service demand with the necessary certainty to ensure that the housing market and associated price points are not influenced by supply constraints;
- the Sunshine Coast is not sufficiently mature to provide the recycled developments sites that service a significant portion of the infill supply in older residential locations;
- the Sunshine Coast market in particular has a higher weighting towards greenfield development driven by the housing aspirations of the population base;
- it can lead to inefficient development that is difficult to coordinate with necessary infrastructure improvements;
- the continually changing character and nature of the Sunshine Coast residential amenity is impacted by infill development. There is significant community resistance to infill urban consolidation driving higher density development and the high rise residential towers and expansive attached dwelling complexes that result.

For these reasons, broad hectare development will remain a critical market sector that must be accommodated with generous long term supply. Due to the long lead times in bringing masterplanned community land to market, current planning frameworks must consider land requirements in the 15 – 20 year horizon if sufficient continuity of supply is to be maintained over the long term. This is required to ensure that the development pipeline continues to deliver affordable product to the market – critical for

the Sunshine Coast market and to ensure that the region remains competitive with other States and other regional areas of Queensland.

In recognition of these local market characteristics, the Regional Plan projects that only 38% of future dwellings on the Sunshine Coast to 2031 will be achieved through infill development, creating an even higher demand for broadhectare development. The importance of an adequate supply of broadhectare land on the Sunshine Coast is therefore a vital to ensure that sufficient affordable land is available to meet projected housing demand.

3.3 DWELLING DEMAND – SEQ REGION WIDE

The most recent broadhectare land study for the South East Queensland (SEQ) undertaken by the Government Statistician (2013) examines the extent of land available for residential development in comparison with the projected demand. Land available for residential development includes the following:

- Unconstrained residential land under Council's planning schemes;
- Existing residential developments approved by council; and
- Includes a number of areas which have been declared as Priority Development Areas for residential development by Economic Development Queensland.

Based on the identified land availability and allowing for development inefficiencies, the "expected dwelling yield" takes into account factors affecting development of land such as ownership and land fragmentation. The expected dwelling yield for SEQ is 457,100 incorporating approximately 55% at standard density development (between 4 – 20 dwelling per Ha) and 42% at higher density development (greater than 20 dwellings per Ha). The balance is rural residential (3 dwellings per Ha).

The study examines the consumption of this land based on the demand for residential lots considering a range of growth rate projections (low, medium or high trends). The projected demand assessment indicated that the available land supply is anticipated to be consumed within 16 years (low growth rate trend) to 13 years (high growth rate trend).

The report concludes that:

Based on current medium series household projections and the expected broadhectare dwelling yield, the available residential land stock indicates approximately 14 years of supply.

Based on the 2013 baseline, the available residential land will be consumed by approximately 2027.

It is worth noting that the study also incorporates the major Priority Development Area master planned communities of:

- Yarrabilba;
- Greater Flagstone;
- Ripley Valley;
- Caloundra South.

These significant master planned developments located within planned growth corridors form a critical component of the residential sector providing large volumes of residential land within an affordable and efficient delivery model. While they can meet a critical market sector; masterplanned communities do require long lead times in bringing product to market. Lead times in the vicinity of 10 years have been experienced for similar sized development parcels which reinforce the necessity for a clear regulatory process in the short to medium term to enable long term development outcomes. At the current time, there are few (if any) sites at the scale of these PDAs currently identified for long term broadhectare land supply across South East Queensland.

3.4 DWELLING DEMAND – SUNSHINE COAST

Population growth for the Sunshine Coast is forecast to be strong over the next 20 years and longer, averaging around 2% per annum. This will see the population of the Sunshine Coast region grow from around 330,000 persons to over 530,000 persons by 2036. This is anticipated to equate to approximately 8,750 persons per annum from 2013 to 2036 (Queensland Government, Medium Growth Scenario, 2013).

This is considered a realistic projection based on historic trends. This compares to historical growth rates of 9,300 persons per annum over the past nine years, 8,930 persons per annum over the past 19 years, and 8,210 persons per annum over the past 29 years.

Refer to Table 1 below:

TABLE 1 – SUNSHINE COAST POPULATION PROJECTIONS

	2011	2013	2016	2021	2026	2031	2036
Population	318,279	330,498	353,060	396,490	440,346	485,626	531,697
			2011-2036	2013-2036			
New Residents			213,418	201,199			
Avg. New Residents per annum			8,537	8,748			
Avg. Annual Population Growth Rate			2%	2%			

Source: OESR Medium Growth; prepared by Urbis

As show in Table 2, this population growth is projected to generate demand for an addition 93,541 dwellings (from 2011 baseline), with an annual demand growth rate ranging between 3,605 and 4,000 dwellings per annum.

TABLE 2 – SUNSHINE COAST DWELLING DEMAND 2011-2036

FACTOR	2011	2016	2031	2036
Dwellings	– 113,626	127,414	– 185,720	– 207,167

Source: Queensland Government Statisticians Office, 2013

Critically, and as discussed in the following section, land supply is not adequate to meet this projected long term demand.

3.5 DWELLING SUPPLY

Queensland Treasury and Trade estimates residential land supply for greenfield areas on the Sunshine Coast through the Sunshine Coast Broadhectare Study, including estimates for the development of standard housing product, higher density dwellings, and rural residential dwellings.

As at 2013, the Sunshine Coast Broadhectare Study estimates that the total area of broadhectare land available for residential development on the Sunshine Coast was 3,200 hectares. If this land were fully developed it has the potential to yield approximately 45,800 dwellings and accommodate 101,200 people, using current average household sizes.

This includes 20,124 standard residential dwellings; 24,817 dwellings in a higher density format; and 811 dwellings on rural residential lots. In addition to this there are around 3,900 vacant residential lots that add to the overall residential land supply. In total, this equates to a future residential supply of less than 50,000 dwellings.

As illustrated in Table 3 above, the available residential land stock indicates approximately 13 years of supply based on the current medium series household projections and the expected broadhectare dwelling yield.

Table 3 provides a demand/supply summary and a projected timeframe when available land will be consumed i.e. 2026 based on medium population growth trends.

TABLE 3 – SUNSHINE COAST BROADHECTARE SUPPLY SCENARIOS
SUNSHINE COAST REGIONAL

Dwelling Production	Demand for Residential Lots	Supply - Stock of Residential lots			
	Dwellings required to 2036	Broadhectare dwelling yield	Existing Vacant land parcels	Total potential dwellings	Years Supply
Low Trend	79,626	45,753	3,884	49,637	15
Medium Trend	93,093	45,753	3,884	49,637	13
High Trend	107,725	45,753	3,884	49,637	11

Source: OESR Medium Growth; prepared by Urbis

Overall, this demonstrates that there is expected to be a long term supply shortfall anticipated to meet future demand under the new Regional Plan's revised planning horizon to 2041.

3.6 DEVELOPMENT TIMING

Whilst the Sunshine Coast's residential land supply can potentially accommodate in the order of 50,000 dwellings, not all of this land will be developed within the required timeframe.

The Queensland Government estimates that there will be a need for around 55,000 dwellings in the Sunshine Coast's greenfield development areas by 2041 (Dept. State Development, Infrastructure and Planning, SEQRP Fact Sheet, July 2014).

In assessing projected dwelling need, it has been assumed that a significant portion of future demand will be serviced by infill development. Within the new regional plan this overall regional goal for infill development may be increased to 60%, and for the Sunshine Coast the goal for infill development may be around 50% of all new dwellings. This anticipated target for infill development is significantly higher than the existing plan which has an infill development target of 38%. Within these targets, it is fundamentally recognised that infill development alone cannot service the population growth demand and that greenfield development serves a vital component of the growth servicing.

Even accounting for infill development, this would still mean that around 55,000 new dwellings will need to be accommodated in Sunshine Coast's greenfield development areas by 2041. It estimates that existing greenfield development areas (including Caloundra South and Palmview) have the capacity to deliver 30,000 dwellings of which around 25,000 might be delivered by 2041. This leaves 30,000 to be delivered by new greenfield areas.

This is the context within which Beerwah East and Halls Creek have been identified as the only suitable large areas for new urban development on the Sunshine Coast by the State Government. Together these two areas have the potential to deliver 41,000 new dwellings for the Sunshine Coast, of which around 30,000 could be delivered by 2041.

The analysis indicates there is a limited supply of greenfield land on the Sunshine Coast to accommodate future resident forecasts. Current supplies are anticipated to only meet the residential growth requirements for the next 11-15 years (depending on demand growth projections – 13 years medium trend). It is noted that there is additional dwelling supply potential through infill and redevelopment opportunities although within the context of the Sunshine Coast these opportunities have been proven to be limited. If residential land supply is constrained this has the potential to place upward price pressure on existing housing on the Sunshine Coast. This then risks widening the affordability gap for residents in their ability to purchase housing.

To avoid these pressures it is necessary to identify future supply of residential land that will reduce market perceptions of land supply restrictions and ease market price pressure. The identification of future growth areas is a key strategy that can achieve these outcomes.

Importantly, early identification of future broad hectare development areas is critical, as lead times of between 10 and 15 years are common for these master planned communities.

Starting at initial site identification leading to preliminary land use assessments, feasibility studies, procurement negotiations, detail site investigations, iterative design and feasibility processes, financing commitments, stakeholder engagement, infrastructure negotiations, Local/State/Federal governmental approvals through to the detailed design, infrastructure construction and title creation – the masterplanning processes can be long and complex with many regulatory and technical issues to address and overcome. These development stages are systematically addressed within an overlay of economic cycles that add a level of complexity and uncertainty to the process adding risk and caution to the development process.

When added to the general issue of site fragmentation of large development areas, it is evident that the challenges in bringing master planned communities to fruition are significant. Consequently their development is limited to experienced and well-resourced companies that have the financial capacity for the substantial resource expenditure over the short to medium term. In the case of the Halls Creek IGA, with the site in the single ownership of Stockland; the opportunity, experience and capacity for implementation is evident.

Given the significant investment of time and resources required for these projects, a fundamental prerequisite for the development of a masterplanned community is certainty in the planning process. This certainty starts with a high level regional planning commitment through an acknowledgement that the site is preferred for urban development subject to achieving nominated development outcomes.

Accordingly, it is essential that the new Regional Plan – with its longer planning horizon to 2041 – incorporate a process by which the “next wave” of master planned community development is identified, assessed on merits and facilitated with the certainty necessary to attract the financial commitment required for the master planning process.

3.7 CONCLUSION

Assessment against SEQEP Development Outcomes for Development Need:

The existing SEQR Urban Footprint is not anticipated to provide sufficient land to accommodate the region's urban development needs to 2041. The stated population and dwelling projections (based on the State's own modelling data) indicate that a significant expansion of the urban footprint is required to effectively service future growth. Projected growth models for the Sunshine Coast take into account that a significant portion of development can occur through infill development. Not all development can be serviced by infill development in an efficient and affordable real estate market however and there remains a significant shortfall in greenfield development land availability projected through to 2041.

As such, the expansion of the Urban Footprint is vital to the future growth of the Sunshine Coast region. The current SEQR Identified Growth Area of Halls Creek is one of the two IGAs identified for investigation for urban footprint expansion in the Sunshine Coast Region and as such it is a priority location for continued inclusion and future merit-based assessment within the updated 2041 regional plan as a potential greenfield development area.

4 Is The Site an Appropriate Strategic Location For Urban Expansion?

4.1 OVERVIEW

This section considers whether the Halls Creek IGA is an appropriate strategic location for future urban development, in light of the long term undersupply of broadhectare land identified on the Sunshine Coast. In this context, this section examines the following Regional Plan themes and outcomes:

SEQEP Development Outcomes

Urban area expansion must be considered in the context that urban areas are driven by the fundamental principles of compact communities, urban consolidation and self-containment.

Urban expansion areas are a logical expansion of existing urban area and are contiguous with existing communities where possible.

Within the Sunshine Coast, urban areas maintain a well-planned region of distinct communities with a structured hierarchy of urban centres, towns and villages.

The Sunshine Coast remains physically separated from southern urban centre of Caboolture through the protection of an inter-urban break.

Urban areas are appropriately buffered from conflicting or non-urban land uses.

Urban expansion areas are provided with clear boundary limits.

4.2 COMPACT SETTLEMENT PATTERN

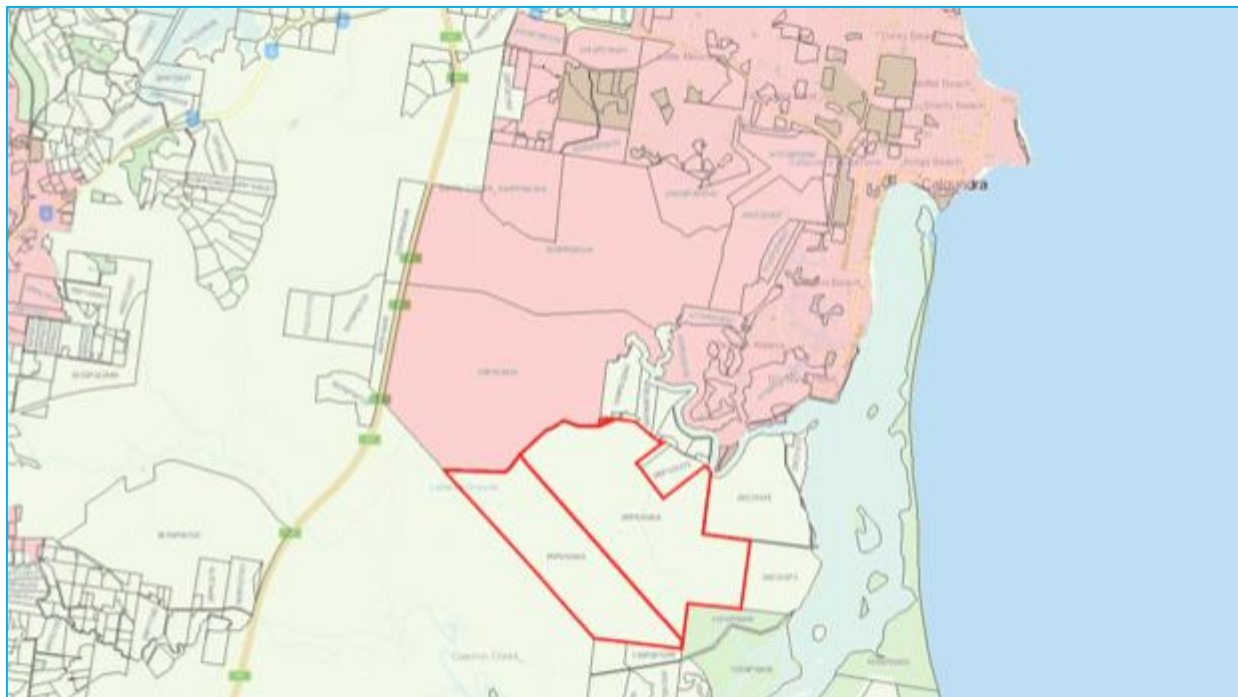
A central focus for the *South East Queensland Regional Plan 2009-2031* is to achieve a compact settlement pattern (DRO8), characterised by “a compact urban structure of well-planned communities, supported by a network of accessible and convenient centres and transit corridor linking residential area to employment locations”. Urban development is concentrated within the Urban Footprint to achieve this outcome.

As shown in Figure 3, the Halls Creek IGA is currently located outside the Urban Footprint **but is contiguous with it**. As such, the site forms a logical extension to the existing urban footprint to meet the Sunshine Coast’s long-term housing needs.

As a consolidated land holding, the Halls Creek IGA also presents a unique opportunity to develop a master planned community that achieves the compact urban structure desired under the Regional Plan. The adjoining Caloundra South Priority Development Area is planned to achieve minimum net residential densities of 15 – 100 dwellings per hectare within a centres based hierarchy of neighbourhoods. It is expected that similar outcomes could be achieved on the Halls Creek IGA. Higher density urban development is already being successfully delivered at Bells Reach, the Caloundra South UDA early release area. Given the relatively low densities prevalent on the Sunshine Coast in existing neighbourhoods, residential densities of this magnitude can be more effectively achieved at scale through master planned communities than “salt-and-pepper” infill. Combined, the total area of the Caloundra South and Halls Creek sites are more than 3,500 hectares of which significant areas are planned to be set aside for open space and environmental outcomes.

Importantly, early certainty regarding the status of the Halls Creek IGA can facilitate integrated master planning with the Caloundra South Priority Development Area. This has the potential to provide particular efficiencies in terms of trunk infrastructure provision and transport planning, which is discussed further below. Appropriate master planning could also assist to maximise employment potential and self-containment through the agglomeration benefits of an effectively planned network of district and local centres (see the Halls Creek Residential and Employment Considerations report – Appendix A).

FIGURE 3 – HALLS CREEK IDENTIFIED GROWTH AREA – RELATIONSHIP TO URBAN FOOTPRINT



Source: Queensland Government, Department of State Development, Infrastructure and Planning

Development of the Halls Creek IGA would also reflect the broader sub-regional settlement pattern that has emerged on the Sunshine Coast, with urban growth typically concentrated east of the Bruce Highway, allowing for the protection of rural townships and the natural landscape character in the areas located west of the Bruce Highway. The Halls Creek IGA therefore presents an opportunity to reinforce this settlement pattern, whilst accommodating the longer term dwelling requirements anticipated under the new Regional Plan's 2041 planning horizon.

In relation to population and settlement patterns, it is noted that the *Sunshine Coast Planning Scheme 2014* is based upon accommodating a 2031 population of some 516,000 persons, compared to the current Regional Plan's population projection of 497,000 persons. Whilst this would suggest future housing demands could be met through to 2031, it is noted that the revised SEQRP will project land requirements to 2041 – 10 years beyond the current regional plan and local planning scheme. Additional development land must therefore be identified to accommodate the planned growth.

It is further noted that within *Sunshine Coast Planning Scheme 2014*, a significant share of this planned population is proposed to be accommodated in townships west of the Bruce Highway. Table 4 below shows that rural and character townships such as Beerwah, Eumundi, Yandina and Maleny are projected to accommodate significant urban growth, particularly in terms of multiple dwellings, under the Council's planning scheme. These development projections could only be achieved through a transformational mix of infill and expansion development in and around the townships which has traditionally proven difficult given fragmented land holdings, community resistance and the importance of retaining the unique character and distinctive nature of these communities. Should these hinterland dwelling projections not be realised, there is further risk that future housing demand will not be met.

TABLE 4 – SUNSHINE COAST TOWNSHIP POPULATION PROJECTIONS

LOCAL AREA	LIVING IN...	2011	2016	2021	2026	2031	TOTAL PLANNED GROWTH	OVERALL PLANNED GROWTH
Beerwah	Single Dwellings	2304	2946	3089	2982	3592	56%	114%
	Multiple Dwellings	856	1068	2337	2414	3156	269%	
Cooroy	Single Dwellings	2530	3087	3118	3010	3167	25%	77%
	Multiple Dwellings	443	1380	1407	1728	2094	373%	
Eumundi	Single Dwellings	487	633	643	636	644	32%	149%
	Multiple Dwellings	522	687	1485	1467	1868	258%	
Kenilworth	Single Dwellings	209	238	249	249	249	19%	49%
	Multiple Dwellings	168	284	303	300	314	87%	
Maleny	Single Dwellings	1810	2192	2241	2321	3172	75%	82%
	Multiple Dwellings	1048	1545	1604	1641	2016	92%	
Palmwoods	Single Dwellings	3844	3921	2703	2610	2610	-32%	42%
	Multiple Dwellings	1336	1866	4419	4267	4738	255%	
Yandina	Single Dwellings	1146	1210	1224	1210	1210	6%	129%
	Multiple Dwellings	– 641	– 1247	– 2270	2243	2890	– 351%	

Source: Sunshine Coast Planning Scheme 2014 (percentages rounded)

While infill development and township expansion have important roles to play in servicing projected demand, they are inherently difficult to implement as a consistent and holistic growth plan that can be implemented with certainty and coordinated with urban infrastructure upgrades.

In contrast, a greenfield masterplanned community like Halls Creek offers a high degree of certainty for planned development, more efficient planning and coordination of services, more efficient use of infrastructure and a higher potential for self-containment – all outcomes required for expansion areas under the SEQRP. These strategic benefits include:

- Single unconstrained freehold land ownership enabling full integration of design and infrastructure.
- The site can be designed as a logical and efficient urban consolidation to the south of the approved Caloundra South.
- Economies of scale bring more affordable housing options across a wide variety of market sectors.
- Size and scale enable a wide diversity of housing choice to all sectors of the market – from first home buyers to downsizers and the wide variety of people in-between with different lifestyle and location preferences, household structures and budget limitations.

- Cumulative impacts are assessed and addressed as an integrated process as opposed to piecemeal infill development.
- Holistic development delivers in all areas required for a dynamic and connected community – residential, retail, commercial, education, recreation and the natural environment.
- Development by a strong ASX-listed company provides the depth of financial backing required to fund up-front infrastructure investment, larger scaled development stages, investment in community and economic development strategies.

4.3 INTER URBAN BREAK

The *South East Queensland Regional Plan 2009-2031* aims to preserve a series of strategic inter-urban breaks that define and frame the extent of sub-regional communities. South East Queensland's inter-urban breaks provide a critical function in the regional landscape and open space network. There is a long term commitment by the State to preserve the identity of the Sunshine Coast sub-region as a distinct community from Brisbane. The State government is therefore likely to preserve an inter-urban break as part of any updated SEQRP.

The Sunshine Coast Regional Council has identified the importance of this inter-urban break, and stated: "the Moreton Bay subregion–Sunshine Coast inter-urban break needs to be preserved to avoid the environmental impacts of further urban development in the Pumicestone Passage catchment area. It contributes to the Sunshine Coast's competitive advantage as a relaxed and environmentally focussed holiday destination. The regional inter-urban break needs to be preserved to reinforce this competitive advantage."¹

As shown on Figure 4, urban development of the Halls Creek IGA will not compromise the existing 23km zone of rural and natural landscape character along the Bruce Highway.

The inter-urban break is an important feature of the regional plan and is nominated for retention as part of the growth of the Sunshine Coast. An inter-urban break's function can be multi-purpose – depending on circumstance:

- It can act as a physical separation boundary that articulates the end of one locality and the beginning of another. As such it assists in reinforcing the individuality and distinctness of a local community. In this case, a key inter-urban break exists between the Sunshine Coast and Caboolture which assists in forming and preserving the distinctive character and identity of the Sunshine Coast. This inter-urban break is predominantly experienced from the Bruce Highway; as such it also offers a sense of arrival and departure from the Sunshine Coast contributing to the tourism culture of the coast;
- It can function as an environmental preserve between urban settlements. In this case however the vast majority of the inter-urban break consists of state forestry land (mono-culture pine forest) and relatively small areas of rural freehold land to the western side of the Bruce Highway. As such the land is worked as a rural enterprise with regular sector clearing over a long term timber cycle. Any semblance of contribution to natural ecological values has been lost long ago. While the state forest provides a degree of habitat for some fauna species it cannot be considered as a valued environmental resource given its tenure and agricultural enterprise status; and
- It can provide a natural landscape setting that contrasts against urbanised development providing visual amenity. The rural nature of the inter-urban break provides a significant landscape setting for the Glasshouse Mountains. These rock monoliths are an iconic feature located far to the west of the Bruce Highway. Their setting within the rural landscape emphasises their unique form and is a defining place making feature of the journey to the coast.

The potential development area of Halls Creek IGA is separated from the Bruce Highway (to the south and west) by a substantial area of state forestry land that will remain untouched by the development. The

¹ Sunshine Coast Regional Council (n.d.) *Fact Sheet 2: Inter Urban Breaks* (accessed 6 June 2014)
http://www.sunshinecoast.qld.gov.au/addfiles/documents/planning/seqrp_factsheet2_inter-urban_breaks.pdf

development will not involve any vegetation clearing. The 140 Ha wetland area and the surrounding 358 Ha to the east will remain undeveloped and be set aside as conservation area with the balance 782Ha of cleared land subject to further design investigation. The site is separated from the Bruce Highway by a minimum distance of 1.7km to a maximum of 6.3km. Sunshine Coast Regional Council landscape studies for Caloundra South have previously indicated that a minimum 200 metres would provide an adequate landscaping buffer to retain the non-urban view lines from key vistas.² Given the existing 1.7km buffer between the Bruce Highway and the Halls Creek IGA, it is evident that the urban development of Halls Creek IGA would not result in the loss of the inter-urban break's visual or landscape amenity.

The existing SEQRP provides for two IGAs – Beerwah East and Halls Creek. The general layout of the two areas is shown in Figure 5 below and demonstrates that the development of the Halls Creek IGA will not change the inter-urban break along the Bruce Highway – it will remain at 23km as the distance between the Caboolture area and the Bells Creek Road interchange. In terms of direct separation distance, the minimum distance between the potential development area of Halls Creek and the northern most development areas of Caboolture is 16km. In comparison, the Beerwah East IGA has a separation distance on the western side of the Bruce Highway of 16km. Any impact on the inter-urban break is equivalent for each IGA although depending on the final design the Beerwah IGA may have residential development in closer proximity to the Highway.

The Halls Creek IGA does provide an opportunity to formalise the inter-urban break as part of a long term development plan for the IGA and surrounds. The Halls Creek IGA is acknowledged as a cleared area that does not contribute to the inter-urban break potential benefits of habitat preservation, visual landscape amenity or community transit separation. A detailed assessment of land at the southern and eastern boundary of the site will establish how development potential is balanced against land use constraints, land tenure controls, habitat protection, the necessity for environmental buffers to critical environmental areas and habitat corridors associated with the Pumicestone Passage, Coochin Creek, Halls Creek and Bells Creek). In addition, the future of the forestry land to the south can be part of this assessment process to determine the final extent of any development.

As shown on Figure 4, the land adjoining the Halls Creek IGA to the south is state forestry land and therefore a fundamental consideration is that the State Government has ultimate control over what happens in this area through control of tenure and therefore can establish development limits with clear certainty.

FIGURE 4 – SURROUNDING LAND TENURE



Source: Queensland Globe

² Sunshine Coast Regional Council (2012) *Caloundra South UDA – SCRC Submission* (accessed 4 June 2014) http://www.sunshinecoast.qld.gov.au/addfiles/documents/calsouth/scc_submission_090312.pdf

FIGURE 5 – INTER-UBAN BREAK SEPERATION DISTANCE



4.4 CONCLUSION

Assessment against SEQEP Development Outcomes for Development Need:

The Halls Creek IGA will be a logical expansion of the emerging Caloundra South development forming a contiguous development that consolidates around a major regional town centre with a series of employment precincts and residential density nodes within supporting lower order centres.

The resulting development can deliver on the principles of compact communities with a high level of employment generation and self-containment within a structured hierarchy of centres.

Consolidation of intensive urban development around well serviced and transport connected centres linked to the core coastal precincts of Caloundra and Maroochydore enables the lower order townships to the west of the Bruce Highway to maintain their unique character and existing function within hierarchy.

The Sunshine Coast remains physically separated from southern urban centre of Caboolture with the existing inter-urban break not being impacted by the Halls Creek IGA. Development will not compromise the existing 23km zone of rural and natural landscape character along the Bruce Highway. Both the Halls Creek IGA and Beerwah East IGA have equivalent 16km straight line separation distances to the northern development of Caboolture.

The Halls Creek IGA will be buffered from the sensitive ecologically important areas of Pumicestone Passage and Bribie Island National park by a 498 Ha conservation precinct. The potential development area is similarly buffered from the Bruce Highway by an extensive area of state forest.

5 Would Urban Development Contribute to the Preservation of Environmental Values?

5.1 OVERVIEW

This section considers whether development of the Halls Creek IGA will contribute to the preservation or enhancement of environmental values. In this context, this section examines the following Regional Plan themes and outcomes

SEQRP Development Outcomes

Urban expansion areas protect biodiversity and environmental values achieving high environmental performance for urban development and related infrastructure.

The site must be physically suitable for urban development considering matters such as:

- Vegetation and biodiversity protection;
- Natural Hazards – bushfire, landslip, flooding and stormtide inundation;
- Soil suitability;
- Slope;
- Resilience to predicted impacts of climate change; and
- Appropriately separation from incompatible land uses.

Urban areas maintain the integrity of the natural resource base through protection and minimising impacts.

Importantly, extensive preliminary environmental investigations into the Halls Creek IGA have already occurred. These reports build upon a significant body of work based on various studies undertaken over many years on this site and the adjoining Caloundra South site, and identify the key matters to be addressed within any development proposal and to identify areas and issues that require further investigations.

While the site may not be needed for development for 20-25 years, the intention of these investigations is to further understand the environmental values of the site and whether it may be suitable for urban development.

Overall, the investigations demonstrate that future development can protect biodiversity and achieve high environmental performance. The studies include:

- Geology, Soils and Topography;
- Groundwater;
- Water Quality;
- Flooding;
- Terrestrial Fauna;
- Terrestrial Flora;

- Aquatic Ecology; and
- Cultural Heritage.

Within each investigation area, the following matters are addressed:

- Baseline data assessment;
- Key findings identified impacting on possible future development;
- Identification of opportunities to add benefit; and
- Identified performance objectives for development.

A consolidated environmental report has been prepared based on the existing data and new information gathered through these investigations, field surveys and further research. The environmental conditions and context are now very well known, revealing limited development constraint. The report compares environmental conditions with relevant environmental objectives, under an assumed preliminary development scenario. Extensive, sophisticated modelling was also undertaken to understand water quality and hydrology. The full data set and findings is available in a much larger report with a summary prepared to demonstrate the broader context of the environmental investigations.

The resulting environmental report nominates performance objectives to be achieved and conservation opportunities to protect and enhance the environment. The full environmental report will be made available under separate cover and a summary document is attached as **Appendix C**.

5.2 KEY ENVIRONMENTAL MATTERS

The key findings of the various environmental reports are summarised below:

Development potential - overview

Development of parts of the site appears appropriate and practical; provided specific areas are avoided and well planned onsite mitigations are adopted. The environmental constraints map identifies areas that either should be avoided or studied in more detail. The rehabilitation and protection of the onsite wetland is fundamental to the achievement of positive environmental outcomes, which is recognised by Stockland.

Opportunity to enhance environmental values

The environmental protection of the downstream receiving waters of Pumicestone Passage is of vital importance to any development proposal on the site. In recognising the environmental values of the site, the melaleuca wetland and surrounding areas to the north and west are intended to form a 498 Ha rehabilitation area covering one-third of the site. While not identified as environmentally sensitive at present, it is proposed to exclude this 498Ha area from development as an opportunity to both rehabilitate a degraded environment and to create a minimum three-kilometre buffer to the Pumicestone Passage and link to other conservation areas to the north and south to restore a large habitat corridor. Further areas associated with the identified low lying heathland and appropriate environmental buffers to the identified sensitive areas will be the subject of assessment during detailed design and is likely to result in additional land set aside for environmental protection and enhancement.

Effective water quality & stormwater management

The site topography of the Halls Creek area is such that the upstream limit of the catchment closely aligns with the boundary with Caloundra South. With little external catchment area contributing to the stormwater and flooding parameters internal to the site, upstream development can occur independently of impacts downstream. The stormwater management regime within the development area is therefore easier to control and manage without compounding effects of upstream catchment development – both in the quantity of stormwater to control and the water quality of discharge.

The site topography is gently sloping and is well suited to development. There are no excessive slopes that can cause particularly fast flowing stormwater runoff and associated erosion problems – either long term or in the construction phase of development. The site topography also includes a number of drainage pathways that can be utilised as part of the site hydrological solution without relying on excessive earthworks. These lower lying drainage pathways can form the major overland flow system and would suit natural parklands and stormwater quality measures.

While the land is degraded, onsite water ultimately drains into the Pumicestone Passage. Therefore future investigation and planning will need to demonstrate that onsite water quality can either be maintained or improved.

Modelling demonstrates that water quality targets can be achieved to protect onsite and offsite environment values. This means that the site can achieve the water quality relevant objective of no 'net worsening' in water quality within Pumicestone Passage and the Coochin Creek catchment. Modelling also demonstrates that no substantial or measurable change in the water quality and hydrological regime of the wetlands with Ramsar status can likely be achieved with appropriate mitigations.

Positive water quality outcomes can be achieved through application of best practice water management treatment processes, including: rainwater harvesting tanks, rain gardens, vegetated channels, bio-retention basins, vegetated buffer areas and environmental protection and rehabilitation.

The volume and frequency of stormwater flows from the site would increase under a developed scenario. Mitigations such as water sensitive urban design elements, such as retention basins would need to be adopted to minimise changes to site hydrology. A nominal 100m buffer of the wetland is recommended to enhance water quality and manage stormwater volumes. This area would suit vegetation rehabilitation, stormwater wetlands and low intensity recreational infrastructure.

Protecting groundwater

Effective maintenance and management of groundwater levels and quality will be required to ensure groundwater dependent ecosystems are supported, including naturally acidic wallum frog habitat and conservation of the wetland. Proposed on-site mitigations can reduce potential for adverse changes to the existing groundwater quality on and off the site. A key mitigation will be to avoid change in groundwater levels along the limited riparian areas sustaining the water supply to the wetland.

High flood immunity

The majority of the site has high flood immunity, requiring limited fill. Areas of the site with lower elevations are not contemplated for development and would instead be allocated for rehabilitation and conservation. As the site is mostly contained within the Halls Creek catchment, development would not have any significant external flooding impacts.

Avoiding impacts upon the Coochin Creek catchment

The Coochin Creek catchment has high environmental values downstream of the site. High intensity development is not recommended within the section of site that drains to Coochin Creek. Further assessment of this area will be needed to understand appropriate land uses to ensure protection of these downstream environment values.

Protecting terrestrial fauna

Acid frog species are the most significant threatened fauna present onsite. Appropriate land use allocation and onsite management can ensure the sustainability of wallum frog habitat. Future development presents the opportunity to improve fauna values by rehabilitation of land in the east, thereby increasing the extent of natural habitats for a variety of fauna species (including wallum frogs).

As above, maintaining supportive groundwater conditions will be required to maintain and successfully rehabilitate habitat. Studies indicate that traditional movement opportunities can be improved in existing and new vegetation/habitat areas.

Protecting aquatic (water based) ecology

Despite its long disturbance history, the site supports creeks, artificial channels, wetlands and storages that represent potential habitats for a range of aquatic vegetation and fauna species. Any future land use change would need to maintain or improve natural water quality.

While the aquatic habitats on the site are suitable for the endangered Oxleyan Pygmy Perch and Honey Blue Eye, no freshwater fish of conservation significance were detected in water bodies on site or in the wetland.

The estuarine areas downstream/offsite of the site represent the highest aquatic ecology values. Surveys and planning indicates that habitats for threatened aquatic species on the site can be protected and maintained. Through careful management of on-site water quality, estuarine habitats within the Moreton Bay Ramsar site can also be protected.

Protecting and enhancing flora/ plants

Around 85% of the land is cleared and is now used for cattle grazing. Exotic grassland and small pockets of pine cover the majority of the site. It is recommended that clearing and development is excluded from the remnant wetland and some of the heathland vegetation communities on the site. These areas of remnant vegetation are also known to support Mount Emu She-oak and Christmas Bells. The increases in freshwater flows into the wetland under a developed scenario are not considered likely to result in changes to the structure, health and condition of the wetland.

Acid sulfate soil

The site has natural soil and water acidity. Natural soil acidity has ecological benefit, particularly for wallum frog species that prefer acidic conditions. To avoid actual and potential Acid Sulfate Soil (ASS) impacts, development of land below 5m AHD is not recommended. Development of these areas is not contemplated, with the vast majority of these areas allocated for conservation and habitat rehabilitation purposes.

Cultural Heritage

The site is located in the traditional country of the Kabi Kabi people. A Cultural Heritage Management Plan has been agreed for the site. Archaeological remnants and debris have been found in five sites within the site. The material had been highly disturbed by previous site clearing. The materials found were indicative of transient, intermittent use of the land and no evidence was found of longer term or ceremonial occupation.

Development constraints and conservation opportunities

The report identified a range of development constraints and opportunities. Environmentally sensitive areas should be avoided and conservation areas extended to particularly support water quality and ecological outcomes.

Further studies and more detailed analysis will be needed to build upon the work completed to date. If the site is nominated at a strategic site for future development, Stockland would be required to undertake additional environmental studies. Some specific areas are nominated for more detailed analysis to assess whether urban development is suitable.

The area of the site within the Coochin Creek catchment will need further analysis to understand whether alternative land uses are appropriate.

A key benefit arising from development would be the linking of a large onsite conservation area to other conservation areas to the north and south to restore and reinforce a large bio-regional corridor.

5.3 PUMICESTONE PASSAGE

The Pumicestone Passage is a critical part of the region's natural environment, providing important habitat for a wide range of plant and animal species, including protected flora and fauna.

It is important to note that there is no direct frontage or access to the Pumicestone Passage from this site; however water quality discharge from the Halls Creek area and into downstream waterways is a critical environmental factor for any development of the site and within the Pumicestone Passage catchment more broadly. Pumicestone passage is identified as a High Environmental Value waterway and as such development is required to result in at least "no change" in water quality under the provisions of the Environmental Protection Policy (Water).

As indicated in the preliminary precinct plan, the proposed urbanised area of the site is significantly buffered to the passage. The developable area is located generally between 2 and 3 km from the passage water body with an isolated minimum of 1.6km from the southern corner of the site. There is no similar coastal orientated community that achieves anything comparable to these significant buffer distances.

The downstream land is a mix of National Park (the Bribie Island National park being an extension of the melaleuca forest area internal to the site), agricultural uses and natural wetland areas. With these areas remaining undeveloped, the passage buffer zone provides an excellent opportunity to utilise the natural ecosystems internal to the site for water quality enhancement purposes while still allowing a substantial 'mixing zone' zone external and upstream of the RAMSAR wetlands and Pumicestone Passage.

The Melaleuca wetland area located within the site along with the identified environmental rehabilitation area internal to the site will provide opportunities for water quality treatment. It is recognised that the long term health of the system is closely dependent on the hydrology of the site and urbanisation of the catchment will change the current discharge parameters. An overriding consideration is that the wetland area remain in healthy condition to ensure that their ecological function and role in the treatment process can be maintained for the long term. Appropriate WSUD catchment management and appropriate management of flow will be important in ensuring the water quality and quantity development discharge into the interlinked hydraulic and ecological system remain in balance over the long term.

This will require a long term commitment to ecosystem investigation and monitoring of the overland flow, ground water and passage water quality to determine base line data. With catchment development not envisaged for 20-25 years, there is ample opportunity to embark on a robust scientific investigation process to monitor and understand the ecosystem dynamics prior to committing to a specific design solution.

The volume and frequency of stormwater flows from the site would increase under a developed scenario. Mitigations such as water sensitive urban design elements, such as retention basins would need to be adopted to minimise changes to site hydrology. A nominal 100m buffer of the wetland is recommended to enhance water quality and manage stormwater volumes. Based on current understanding of the system, water sensitive urban design methodology is likely to be a standard requirement for the development and incorporate 'top to bottom of catchment' water quality management including the use of the following techniques:

- Rainwater tanks;
- Rain gardens and streetscape bioretention basins;
- Vegetated channels;
- End of drainage line pond and bioretention systems;
- Internal vegetated buffer areas demarcating developable areas and environmental areas; and
- Protection and rehabilitation of downstream offsite buffer zones.

Based on the extensive investigations for this site in conjunction with the Caloundra South development, efficient design solutions to ensure the discharge from the site does not adversely impact on the water quality objectives for the Pumicestone passage can be demonstrated.

5.4 FLOODING

In relation to flooding, the Halls Creek area has a localised catchment that limits upstream impacts within the site. Combined with the development friendly catchment characteristics of land slopes and overland flow paths, the stormwater design solution will utilise the relatively standard development outcome of piped underground minor flows and overland flows contained within identified roadways and drainage flow paths. Subject to detailed design, localised upstream flooding will be able to be managed with the bounds of the appropriate overall flow drainage systems. No other significant flood management intervention is envisaged (e.g. large detention basins etc) other than the adoption of normal/conventional site drainage practices and the provision of suitable internal site waterway corridors to facilitate the transport of site run-off to the downstream Halls Creek. It can be demonstrated therefore that upstream flooding risk can be effectively managed through appropriate engineering design internal to the site.

In addition, the risk of flood inundation from the Pumicestone Passage during the most extreme storm tide events presents as an issue for the site. While these are very rare occurrences, stormtide inundation of coastal land during cyclonic events is a natural hazard that must be addressed in any coastal oriented development – just as it is an issue for many areas of the Sunshine Coast. The inundation impacts of a Q100 event (with appropriate allowances for climate change impacts) may affect that portion of the site set aside for environmental purposes as well as a smaller portion of the site immediately west and upstream from the Melaleuca forest. The portion of the site identified as being suitable for development from an environmental perspective and subject to potential storm tide inundation is relatively contained at approximately 90 Ha. Minor filling of this area will be a practical and efficient development solution. The exact extent of development of this lower lying area upstream of the wetland area will depend on detailed site investigations. The majority of the eastern portion of the site would be assigned for rehabilitation, meaning that future development would be a minimum of three kilometres from the coastline.

FIGURE 6 – ENVIRONMENTAL CONSTRAINTS MAP

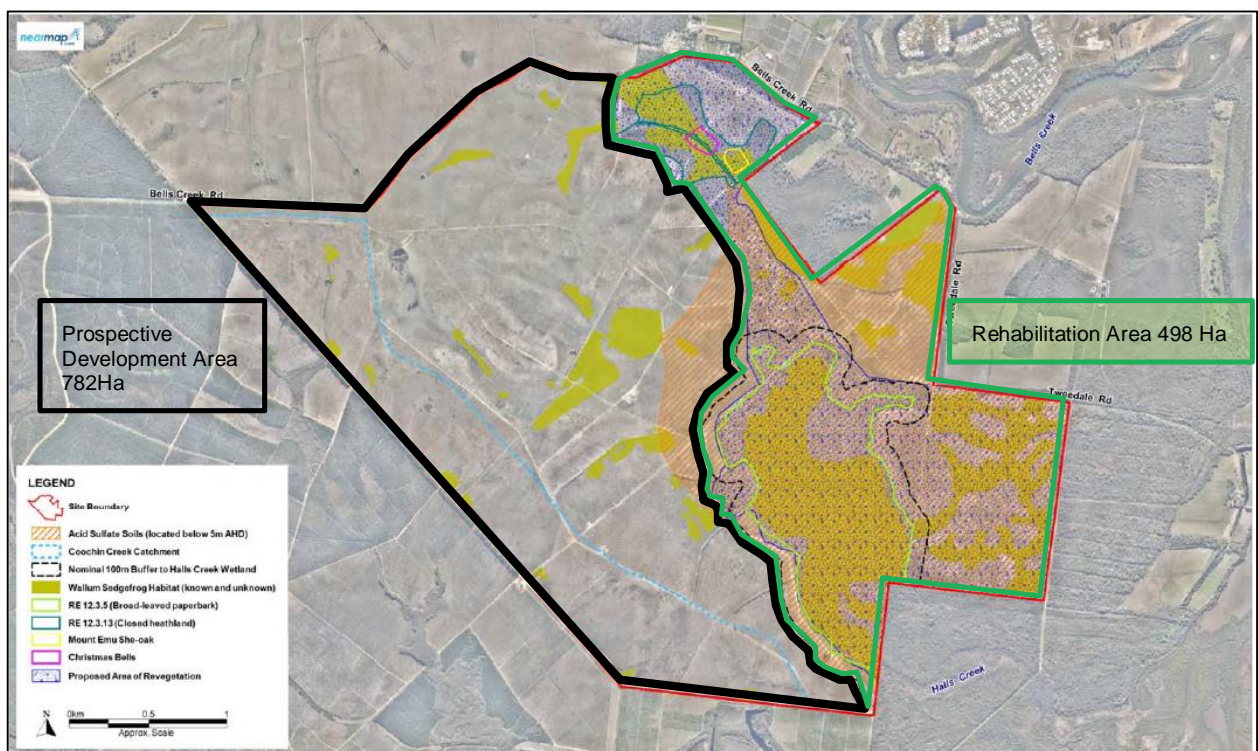


Figure 6 shows the environmental constraints identified through these investigations. The major precincts identified and assigned to Rehabilitation Area (498Ha) and Prospective Development Area (782 Ha) are aligned with the conclusions drawn from these environmental investigations.

The Rehabilitation Area is proposed to be sequestered from any development in recognition of its environmental sensitivities and its potential for rehabilitation of degraded land to create a positive improvement in environmental outcomes.

The Prospective Development Area is recognised for its urban development potential although there are identified constraints that remain to be addressed as part of more detailed site and design investigations. For instance the identified Coochin creek catchment will require detailed consideration of development outcomes and water treatment in recognition of the receiving waterway sensitivities. Similarly the low lying land adjoining the Rehabilitation Area with acid sulphate and flood inundation potential will require special consideration of fill requirements and drainage solutions.

These considerations are component parts of the more general detailed investigations that would be required to be undertaken as part of any master planning design process. The benefit of this detailed environmental assessment is that identified constraints appear manageable and would not preclude urban development on appropriate portions of the Halls Creek site.

5.5 CONCLUSION

Assessment against SEQRP Development Outcomes for Environmental Protection and Land Use Constraints

Future development of the Halls Creek IGA is able to protect the identified biodiversity and environmental values within the site and in the nearby Pumicestone Passage. Any future development of the site can:

- Limit development to areas that are currently cleared for grazing purposes;
- Protect identified environmentally sensitive areas;
- Retain internal buffer zones between development areas and areas set aside for environmental reserve;
- Set aside over 498Ha for rehabilitation of environmental degraded land and create a significant biodiversity corridor connecting other conservation areas to the north and south to restore a large habitat corridor;
- Effectively manage environmental constraints on the site such as acid sulphate soils;
- Constrain development areas to appropriate intensity of development to limit impacts on downstream receiving environments; and
- Sufficient area and scale to implement a highly effective and well integrated Water Sensitive Urban Design catchment management program such that any proposal satisfies the water quality discharge standard for the Pumicestone Passage's High Environmental Value waterway status i.e. "no change" in water quality.

The Halls Creek IGA is physically suitable for urban development considering the following:

- The site is a self-contained catchment with little contributing upstream catchment areas that can influence flooding parameters within the site. There are few downstream flooding impacts on property caused by urbanisation of the site;
- Urban development is proposed with significant buffer separation to environmentally sensitive areas and therefore development can achieve appropriate separation from any conceivable incompatible land uses;
- Urban development maintains and enhances the integrity of the natural ecosystem of Pumicestone Passage and adjoining land based systems through protection and minimising impacts;
- The only natural hazard – albeit a low risk- impacting on the development is stormtide inundation which can be effectively managed through avoidance of impacted areas.
- The predicted impacts of climate change have been accommodated within the natural hazard

assessment for stormtide;

- Acid sulphate soils are able to be effectively managed through avoidance of disturbance to soils below 5m AHD;
- There are no unstable slopes on the site or slopes that make stormwater discharge difficult to manage; and
- Environmentally sensitive areas are relatively self-contained to specific areas. Once these areas are excluded from development, the balance area is relatively unconstrained from an environmental perspective.

6 Can the Site be Efficiently Serviced by Transport and other Infrastructure?

6.1 OVERVIEW

This section considers whether the Halls Creek IGA can be efficiently serviced by transport and civil infrastructure. In this context, this section examines the following Regional Plan themes and outcomes:

SEQRP Development Outcomes

Urban areas accommodate regional growth in locations that provide superior transportation choices or otherwise reduce car use, particularly through supporting growth in established urban areas and redevelopment in and around existing urban centres, and along priority transit networks and other high-frequency transit corridors.

Provide accessibility to a public transit service that connects the urban area to the Sunshine Coast community early in the development.

Urban areas materially assist in the coordinated delivery of infrastructure for the southern Sunshine Coast community.

Development expansion maximises the use of committed and planned major transport and water infrastructure.

Development must demonstrate how necessary infrastructure and services for expansion broadhectare areas outside current state and local government infrastructure delivery programs will be delivered and funded.

Ensure physical and social infrastructure can be adequately funded and delivered before permitting development of Development Areas.

In support of this section, further information is contained within the Halls Creek Integrated Transport Strategy attached at **Appendix B**.

6.2 TRANSPORT AND ROADS INFRASTRUCTURE

As an extension to the Caloundra South development, any development of the Halls Creek IGA could utilise infrastructure and transport strategies proposed for the Caloundra South development. Halls Creek would logically adopt and extend the Caloundra South strategic vision of a healthy prosperous, culturally, socially and economically diverse community which embraces sustainable technologies and lifestyle practices. The neighbourhood centres and employment areas of Halls Creek would be linked by a public transport and active transport network to the Caloundra South City Centre and Integrated Transit Centre. By creating a strong and sustainable economy that offers a diversity of employment opportunities, residents would be encouraged to live, work and play in the Caloundra South and Halls Creek areas, reducing the external impact of travel.

The Caloundra South master plan has a particular focus on active transport with unprecedented investment in off carriageway and on carriageway linkages that offer the full range of experience – from leisurely, nature based recreation walks to safe and efficient commuter routes. The design and layout of an expanded active transport network would encourage a mode shift away from car based travel and would support the ideal of Caloundra South and Halls Creek as a ‘15 minute community’. As an extension to Caloundra South, Halls Creek would be seen as a place for sustainable living and a place where a car is not needed for every trip. The proposed active transport strategy has the ability to deliver the outcomes required to increase the transition from car to active transport through the provision of an integrated hierarchy of cycle and pedestrian routes linking to key centres of activity – employment, retail, education and recreation.

As an extension of Caloundra South, public and active transport networks within Halls Creek can be infused into the urban fabric of a masterplanned community through integrated design rather than a

compromised retrofit within an existing urban area – as is often the case when delivering density through infill development. Transit networks are delivered more efficiently and offer more convenient travel options when land use and transport infrastructure share a common design vision and construction timeframe.

As Caloundra South progresses, a significant amount of infrastructure is to be developed as a result of the PDA. The level of expenditure and resulting capacity within the active transport, public transport and road networks establishes the viability of Halls Creek to leverage off the proposed facilities. The Halls Creek IGA will provide increased population density and employment opportunities that will subsequently improve utilisation and economic viability of the proposed and committed infrastructure discussed above particularly public and active transport infrastructure. This will result in limited additional expenditure by State and Local Government and will be delivered through the effective integration of the Halls Creek proposal with the approved Caloundra South development.

The Halls Creek IGA supports the viability of longer term public transport infrastructure and leverages off the infrastructure feeding into Caloundra South. Key areas of interaction include the CAMCOS and CoastConnect projects with high frequency bus services within the Halls Creek precinct potentially increasing the patronage of these services.

While the Halls Creek will be integrated with Caloundra South and designed to encourage the use of active and public transport, high standard road infrastructure is proposed to meet the expected demands. The Halls Creek interchange, currently under construction, can connect the Halls Creek IGA to the Bells Creek arterial, where the generated traffic can utilise the proposed and committed road infrastructure in vicinity of the precinct.

By leveraging existing infrastructure, Halls Creek IGA is a “least cost” solution to meeting projected urban land demand. Through the integration with Caloundra South and its associated strong infrastructure connections to the coastal centres of Caloundra and Maroochydore, The Halls Creek IGA will create an urban area inherently seen as an extension of the coastal community and its associated lifestyle opportunities.

There are several major public transport projects which are proposed or under planning which would benefit from the development of the Halls Creek IGA.

These include:

- The proposed Caloundra South Rail Station to be developed as part of the CAMCOS rail corridor will be located within 1.6km of the Halls Creek site, maximising future public transport accessibility. The Caloundra South Rail Station is one of only four new stations proposed as part of the CAMCOS alignment (the others being Caloundra, Kawana and Maroochydore). It is noted the Qld State Government has recently called for tenders to undertake the Beerwah to Caloundra South rail corridor design;
- The proposed CoastConnect high quality public transport corridor, connecting Caloundra to Maroochydore, includes a possible extension to the future Caloundra South Rail Station. This connection could provide high-frequency, high-quality intra-regional public transport connections for Caloundra South and the Halls Creek IGA. Feeder bus routes could link to CoastConnect at Caloundra should this extension not be initially developed; and
- Sunshine Coast Light Rail, currently subject to feasibility, includes a proposed corridor connecting Caloundra South to the primary Caloundra-Maroochydore corridor. Again, feeder bus routes could maximise use of this infrastructure and expand the size of the potential catchment.

Should the Halls Creek IGA be developed, the primary and secondary road network can be designed to support a network of efficient public and active transport routes that maximise accessibility to these significant transport investments. Urbis has been unable to identify any comparable greenfield sites of this scale on the Sunshine Coast. For example, the Horton Park Golf Course redevelopment included within the Maroochydore City Centre Priority Development Area is a 62 hectare site in proximity to the

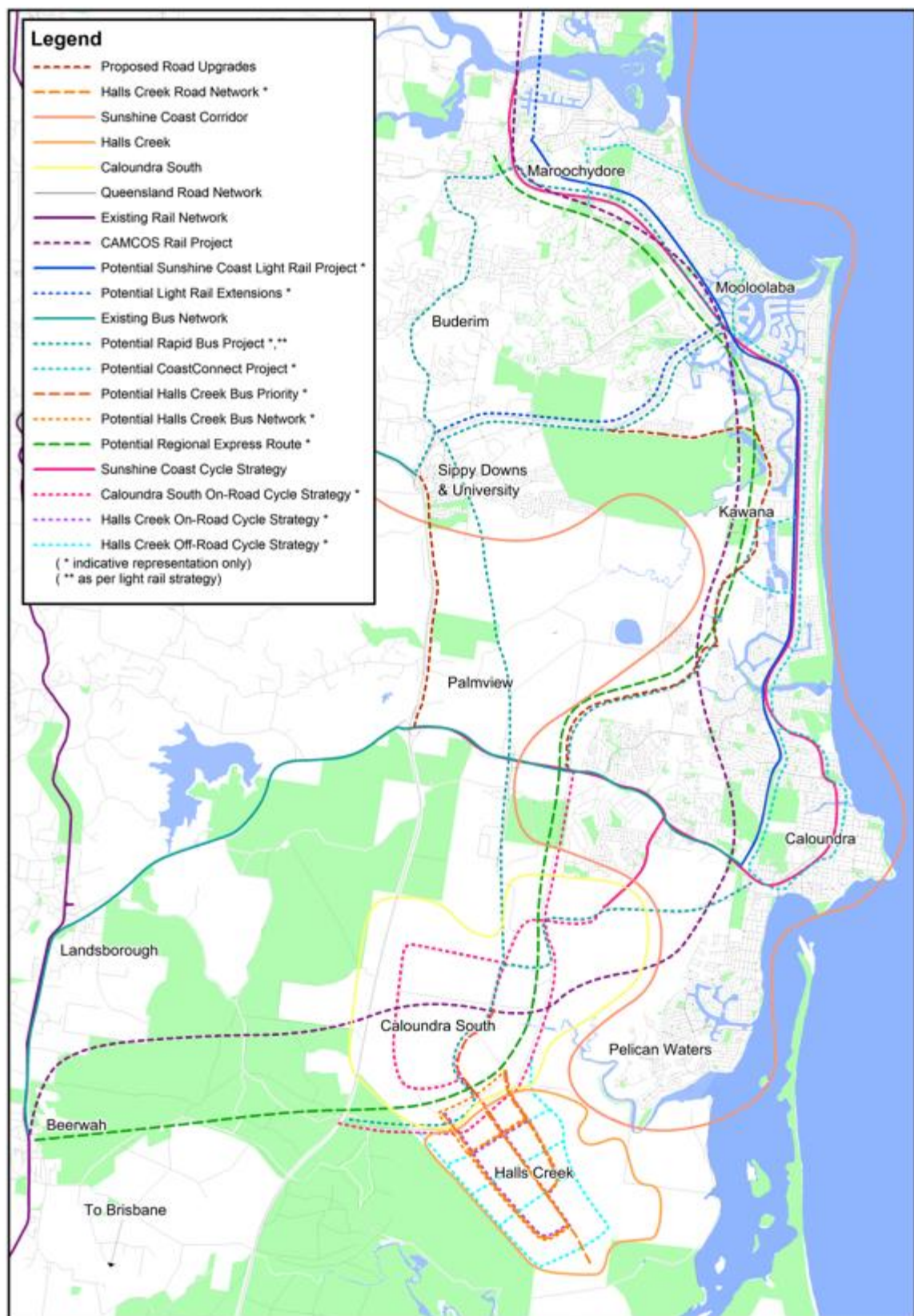
proposed Maroochydore Rail Station and Sunshine Coast Light Rail alignment³. In comparison, the Halls Creek IGA consists of 1,278 hectares (of which approximately 782Ha appears to have strong development prospects) and will service a fundamentally different market segment.

Similarly, the Halls Creek IGA also has efficient access to the committed regional and sub-regional road network. As part of the adjoining Caloundra South development, the Kawana Arterial will be extended from Caloundra Road to the interchange under construction at Bells Creek Road/Bruce Highway. This includes construction of a roundabout directly adjoining the site, which will be ultimately upgraded to a grade separated interchange by the Department of Transport and Main Roads. As such, efficient access is able to be provided to the proposed development directly to an arterial standard road, with convenient access to the surrounding regional and sub-regional road network. This maximises the utility derived from existing infrastructure commitments. Figure 8 below shows the various transport infrastructure projects proposed for the Sunshine Coast and how the Halls Creek IGA can be seamlessly integrated to leverage from existing committed infrastructure to create a transit connected community.

The Halls Creek IGA demonstrates the ability to assist in the delivery and performance of infrastructure (including public transit) to the Sunshine Coast community by supporting and leveraging up to \$8B of planned investment in infrastructure;

³ Department of State Development, Infrastructure and Planning (2014) *Maroochydore City Centre Priority Development Area Proposed Development Scheme* (accessed 8 June 2014) <http://dsdip.qld.gov.au/resources/plan/pda/maroochydore-proposed-development-scheme.pdf>

FIGURE 7 – HALLS CREEK IGA TRANSIT CONNECTIVITY



6.3 CIVIL INFRASTRUCTURE

Preliminary civil engineering advice also anticipates that servicing of the Halls Creek IGA would be relatively straightforward and simple. With Caloundra South still largely in the high level planning phase, it would be efficient to build capacity into the proposed networks at this time.

In terms of water supply, the Caloundra South Priority Development Area is ultimately proposed to be serviced by reservoirs located directly to the west of the Bruce Highway which connect into the bulk water supply. If sufficient capacity is built in to these reservoirs and the pipe network throughout Caloundra South, then the network could simply be extended to the Halls Creek IGA with adequately sized mains. Negotiations with Unitywater would need to occur to ensure their trunk infrastructure can accommodate, or be upgraded to accommodate, the proposed development.

In terms of sewer, the Caloundra South Priority Development Area is ultimately proposed to be serviced by a series of pump stations and rising mains discharging to the Kawana treatment plant. If sufficient capacity is built in to these networks and the pipe network throughout Caloundra South, then the network could again simply be extended into the subject site with adequately sized mains and internal pump stations (where geography requires). Alternatively, the corridors used for Caloundra South could be used to accommodate separate mains from the proposed development. Negotiations with Unitywater would need to occur to ensure their trunk infrastructure can accommodate, or be upgraded to accommodate, the proposed development.

The important aspect to note is that the Halls Creek IGA can be advanced in conjunction with Caloundra South infrastructure planning ensuring efficient infrastructure delivery. As would be expected, the Caloundra South Priority Development Area will be serviced throughout with electrical and communications infrastructure. It also anticipated that this could easily be extended to the adjoining Halls Creek IGA with appropriate capacity built in.

Given the long lead-times involved, resolving urban service network expansion from Caloundra South into Halls Creek with the respective infrastructure providers will be achievable.

Based on this preliminary analysis, Urbis concludes that the Halls Creek IGA could accommodate regional growth on readily serviceable land, with superior transportation accessibility. Its location in close proximity to major transit networks and a new arterial road would support transport coordination and materially assist in the delivery and performance of this infrastructure.

6.4 CONCLUSION

Assessment against SEQRP Development Outcomes for Transport and Infrastructure

The Halls Creek IGA is required to accommodate regional growth demand. By integrating with planning infrastructure commitments required for the Caloundra South development, development at Halls Creek can be provided with superior active transport and high-frequency public transport opportunities that not only reduce overall car use but increase the catchment population thereby improving transit patronage.

In 20+ years, when any development at Halls Creek is anticipated to be realised, Caloundra South will be a mature urban development serviced by high frequency public transit services that connect to the Sunshine Coast community. Integrated expansion at Halls Creek can leverage these infrastructure services from the first phase of development

Development at Halls Creek will materially assist in the coordinated delivery of infrastructure for the southern Sunshine Coast community by increasing transit catchment population and patronage for planned committed infrastructure.

Development expansion at Halls Creek maximises the use of committed and planned major transport and water infrastructure through integrated design commitments early in the construction phase at

Caloundra South.

By integrating the Halls Creek development into the master planning of Caloundra South, infrastructure and service commitments required for Caloundra South and associated transport upgrade projects such as CAMCOS and Coast Connect can be utilised to service the broadhectare expansion area with minimal additional expenditure by State and Local Government.

Physical and social infrastructure and services for Halls Creek will capitalise on Stockland delivered regional infrastructure being delivered at Caloundra South and supporting facilities delivered internally within the centre hierarchy and various recreation reserves.

7 Can the Site Contribute to Employment and Economic Development?

7.1 OVERVIEW

This section considers how development of the Halls Creek IGA will contribute to employment and economic development on the Sunshine Coast, including to the goal of self-containment. In this context, this section examines the following Regional Plan themes and outcomes:

SEQRP Development Outcomes

Development areas will provide high level of self-containment and employment diversity to assist in achieving jobs growth.

Innovation, knowledge-based and creative industries, research and development, health, tourism and sport are essential to the Sunshine Coast economic development.

Development is provided with the efficient provision of physical and social infrastructure, including public transport to support employment.

This section is supported the Halls Creek Residential and Employment Considerations report, prepared by Urbis (December 2014) and attached at **Appendix A**.

7.2 ECONOMIC DEVELOPMENT AT HALL'S CREEK

As government will be aware, Stockland has prepared an Overarching Site Strategy for Employment and Economic Development (EEDOSS) for the Caloundra South project. It is Stockland's intention that this strategy could integrate with the future development of Halls Creek as part of the overall greater Caloundra South project.

The EEDOSS for Caloundra South is led by a vision that is supported by Strategies, and Actions as summarised below:

7.2.1 EMPLOYMENT AND ECONOMIC DEVELOPMENT VISION

The vision for the Caloundra South Employment and Economic Development Overarching Site Strategy is ***'To deliver Australia's most prosperous and connected master planned community'***.

This will be achieved through a focus on the following goals and objectives:

A PREFERRED LOCATION FOR BUSINESS AND INVESTMENT - Caloundra South is well recognised, locally, regionally, nationally and internationally as a great place to establish and grow a business, with a focus on delivering amenity early for business and residents to locate here.

MAXIMISE JOB SELF-CONTAINMENT - The provision of jobs in Caloundra South is equally important as the number of residents that move there. The employment opportunities offered provide employment for a variety of skill levels, employment types (e.g. Part-time, full-time, contract), and income levels.

BUSINESS DIVERSITY FOR THE SUNSHINE COAST - The businesses established in Caloundra South contribute to the growth and increased diversity of the Sunshine Coast economy, with a particular focus on attracting businesses not currently present on the Coast.

EXCELLENCE IN SKILLS DEVELOPMENT - Life-long learning, from early childcare, school, tertiary education, and vocational education opportunities are fostered in Caloundra South that expands the skills base and strengthens the regional economy.

A PREMIER COMMUNITY - Economic development in Caloundra South reflects the values and investment priorities of Stockland such as early amenity, access to retail, and provision of necessary infrastructure.

7.2.2 EMPLOYMENT AND ECONOMIC DEVELOPMENT INITIATIVES

The EEDOSS vision and objectives are realised through the implementation of a series of initiatives and tactics. The EEDOSS initiatives were developed through an economic opportunity analysis of the local area and wider region; an assessment of the economic Strengths, Weaknesses, Opportunities, and Threats of the Caloundra South PDA; the identification of responses to Opportunities and Threats; and the alignment of these responses with the EEDOSS vision and objectives.

This resulted in the identification of nine EEDOSS initiatives that were identified as having an overarching economic development role in the following categories:

Employment Facilitation – activities undertaken in order to ensure that the area is well supported by government policy and investment, is well promoted as the place to be, and has the basic infrastructure necessary to offer an attractive space for business. Activities include:

- Promotion and Branding – establish a local economic cluster identity;
- Government Support & Engagement - involving Federal, State and Local partnerships; and
- Infrastructure investment – deliver the planned amenity and infrastructure connectively to deliver the accessibility to supply chain, market and workforce that business requires.

Industry Attraction – Enabler and Accelerator activities which encourage new business to locate in Caloundra South, whether it is to serve the growing population, or as a more ‘export oriented’ business that prioritises access to skilled labour.

- Enabler Industry – deliver population serving industry such as supermarkets, specialty stores, and services; and
- Accelerator Industry - undertake research and investigations to attract regional scale businesses to Caloundra South.

Priority Catalytic Initiatives – These are projects and actions that will generate early economic development benefits for the PDA and which will stimulate flow on employment and economic benefits for residents, workers, and visitors to the local area and wider region.

- Construction Cluster - Establish an *agglomeration* of construction related businesses to service local growth industry requirements;
- Industrial health precinct - Attract medical and health related support industries to the Caloundra South– leveraging proximity to new Sunshine Coast Hospital;
- Target niche manufacturing - Attract manufacturing businesses in specific segments e.g. medical technology; and
- Establish home based business focus.

It is Stockland’s intention to implement these economic development initiatives over the course of the development life of Caloundra South to realise these greater employment and economic benefits for the community and wider Sunshine Coast region. The success and learnings across the duration of this strategy would be applied to a Halls Creek IGA specific economic development strategy.

The Base development strategy is estimated to generate in the order of 14,000 jobs within the Caloundra South Master Plan Community across a range of industries and property sectors:

- Industry including industrial property;
- Retail property including bulky goods land uses;
- Community uses including arts and culture, sport & recreation, community facilities;

- Home Based Businesses including any part or full time paid employment where activity is undertaken from the home (assessed as full time equivalent workers); and
- Education & Other - including primary, secondary, and tertiary education.

The prioritised economic development strategies and initiatives are estimated to generate an additional 3,300 jobs taking the overall locally based employment to over 17,000 jobs. This is based on an analysis of the employment potential for the Caloundra South Master Plan by combining a fundamental approach to employment land use development and a series of economic development strategies and initiatives that generate additional employment opportunities and economic benefits.

TABLE 5 – CALOUNDRA SOUTH MASTER PLANNED COMMUNITY

Economic Development Strategy	JOBS by SECTOR						Total
	Industry	Retail	Commercial	Community	Home BB	Education & Other	
Base Development Strategy	4,095	3,725	2,428	345	888	2,285	13,766
Innovation Strategy	324	112	243	34	1,022	32	1,767
Construction Cluster	324	183					507
Health Strategy	324	112	121		135	32	724
Niche Equipment Manufacturing	324						324
Home Based Business Strategy					1,686		1,686
Total	5,391	4,131	2,793	379	2,045	2,349	17,087

Source : Urbis

Additional economic development strategies have been formulated by Stockland that have the potential to generate in the order of 20,000 locally based employment opportunities. These strategies are anticipated to be implemented in the medium and longer term development life of the project.

7.3 INTEGRATION WITH CALOUNDRA SOUTH

Preliminary investigations for Stockland Halls Creek IGA indicate the development may be able to accommodate around 30,000 future residents on the Sunshine Coast in around 11,000 new dwellings. It will also include over 100 hectares of employment land, 6 centres, 4 schools, and almost 600 hectares of open space and conservation land. The employment land has been identified to be strategically located to take advantage of existing and planned facilitating infrastructure, and optimise access to both the Sunshine Coast and Northern Brisbane markets.

The proposed land use mix will generate local jobs within the Halls Creek community as well as flow on economic benefits for the wider Sunshine Coast region in the form of Gross Regional Product, exports, and jobs. It will draw on the actions, initiatives and successes of the Caloundra South EEDOSS to drive economic development at Halls Creek. The following table draws on benchmarks for employment land use, worker incomes, Gross Regional Product per worker per sector, and exports per worker per sector to calculate the economic development benefits that Halls Creek can contribute to the Sunshine Coast in future years and its overall Economic Development Strategy goals.

Specific points to note regarding Halls Creek potential contribution to the Sunshine Coast Economic Development Strategy goals are:

- Total direct employment creation of 10,065 new jobs for the Region;
- Annual GRP of \$906 million (at full development) representing 5% of the targeted growth in the Sunshine Coast's economy by 2033;
- 3,408 high value industry jobs representing 8.3% of the targeted increase of 41,000 high value industry jobs by 2033;
- Average individual income of new jobs generated at Halls Creek of \$63,620 (in today's dollars), 28% higher than the State average reflecting the anticipated high workforce participation rate of the community;
- Export revenue of \$195 million representing an increase of 5.4% in regional exports (based on 2011/12 regional export estimates); and

- Based on the development of 10,832 new dwellings and the generation of 10,065 new jobs, Halls Creek is estimated to have an employment self-containment ratio of 0.93 (Based on a target of one job per household on average).

The full report Halls Creek Residential and Employment Considerations undertaken by Urbis (December 2014) is attached within **Appendix A**.

7.4 CONCLUSION

Assessment against SEQRP Development Outcomes for Economy and Employment

Building on the residential base, infrastructure framework and economic strategies currently being implemented at Caloundra South, development at Halls Creek can provide high level of self-containment and employment diversity to assist in achieving jobs growth targets on the Sunshine Coast.

Halls Creek will have the capacity to build on the economic base established within Caloundra South which has a focus on high value knowledge-based and creative industries that align with the Sunshine Coast economic development strategy.

Development at Halls Creek IGA can leverage and build upon the infrastructure based within Caloundra South to provide efficient provision of physical and social infrastructure to link business to the residential base through efficient transport linkages and to support the economic base with efficient access to supply chain and market logistics.

8 Conclusion

8.1 SUMMARY

This report presents and summarises the preliminary land use investigations undertaken over the Halls Creek IGA site. Based on the conclusions drawn from these reports, the Halls Creek IGA is considered suitable for urban development, consistent with the preliminary precinct plan.

In considering the suitability of the Halls Creek IGA, we have assessed the site against the outcomes that the SEQRP 2009 has nominated to be satisfied for IGAs to be considered for urban expansion and conclude:

- There is a significant shortfall in greenfield development land availability projected through to 2041 and expansion of the Urban Footprint as part of a SEQRP review is vital to the future growth of the Sunshine Coast region. The current SEQRP Identified Growth Area of Halls Creek is one of the two IGAs identified for investigation for urban footprint expansion in the Sunshine Coast Region and as such it is a priority location for continued inclusion within the updated 2041 regional plan as a potential greenfield development area.
- The Halls Creek IGA will be a logical expansion of the emerging Caloundra South development forming a contiguous development that consolidates around a major regional town centre with a series of employment precincts and residential density nodes within supporting lower order centres. Building on the residential base, infrastructure framework and economic strategies currently being implemented at Caloundra South, development at Halls Creek will provide high levels of self-containment and employment diversity to assist achieving jobs growth and economic targets on the Sunshine Coast.
- Future development of the Halls Creek IGA is able to protect the identified biodiversity and environmental values within the site and in the nearby Pumicestone Passage. Future development of the site can limit development to areas that are currently cleared and only used for grazing purposes. The identified 498 Ha rehabilitation area can protect environmentally sensitive areas and will enhance a degraded wetland. The resulting precinct will create a significant biodiversity corridor connecting other conservation areas to the north and south.
- Development at Halls Creek IGA can demonstrate high environmental performance for urban development by maintaining and enhancing the integrity of the natural ecosystem of Pumicestone Passage and adjoining land based systems through implementation of Water Sensitive Urban Design catchment management.
- By integrating development at Halls Creek with planning infrastructure commitments required for the Caloundra South development, development at Halls Creek can be provided with superior active transport and high-frequency public transport opportunities that not only reduce overall car use but increase the catchment population thereby improving transit patronage. In 20+ years, when any development at Halls Creek is most likely, Caloundra South will be a mature urban development serviced by high frequency public transit services that connect to the Sunshine Coast community. Integrated expansion at Halls Creek can leverage these infrastructure services from the first phase of development at minimal cost.

This preliminary analysis has concluded that the Halls Creek IGA represents a rare opportunity to fulfil the demonstrated future demand for additional broadhectare urban development on the Sunshine Coast.

8.2 RECOMMENDATION

On the strength of this preliminary investigation, we conclude that the site has sufficient demonstrated potential to remain as an Identified Growth Area within an updated South East Queensland Regional Plan looking to provide for an urban growth framework to 2041 and that a merit-based planning assessment process should be defined and activated over the next 5-10 years to confirm suitability of inclusion in the urban footprint and development yield..

Appendix A

Halls Creek Residential and Employment Considerations

Appendix B

Halls Creek Integrated Transport Strategy

Appendix C

Halls Creek Environmental Report Summary

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